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PROPOSED PERFORMANCE MANAGEMENT SYSTEM FOR DEPARTMENT OF TRANSPORTATION WEST JAVA PROVINCE IN LAND TRANSPORTATION SECTOR

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Abstract— Land Transportation Sector is part of the Department of Transportation West Java Province which has the authority to handle land transportation in West Java province. Performance of land transportation sector can be measured using indicators that reflect increased land transportation services in accordance with Law No. 22 of 2009. The root of problem obtained from the translation of the issues highlighted faced by the Land Transport Sector was it does not have a data report, it has no measurable performance variables; do not have an adequate system performance, and the difficulty to find data. Objective of this final project is to make a proposal of the performance management system for Department of Transportation West Java Province in Land Transport Sector. Performance management system that the most appropriate is Integrated Performance Management System. The method of collection data is use available literature as the primary data, and conduct a SWOT analysis. Integrated performance management system has three perspectives, namely the output of the organization, internal processes and resource capabilities. Perspective of organizational output using non-financial aspects of 4 measurement indicators and 22 measurement indicators recommendations derived from overseas. Internal process perspective aspects of innovation use 1 indicator and 4 indicators for this aspect of the operation. Perspective of resource capabilities have 6 indicator using human resources aspects, technology resource aspects and organization resources. Every indicator of each aspect made the measurement indicators, responsible person for each indicators, standards and performance targets to be achieved. Performance results can be displayed in the view that the proposal submitted. From the results of subsequent performance to do review of the appeal by Department of Transportation Central Java Province and the Department of Transportation and road & transport East Java Province. Implementation performance management system needs to pay attention Inland transportation Sector: current performance management systems, reporting systems required allocation of resources, dissemination and display the results of performance measurement.

Keywords: PMS, IPMS, Transportation, Land.

1. Introduction

A. *Background*

According to the Law No. 22 of 2009 on Road Traffic and Transport that any implementation of traffic and road transport should be accompanied by a system of planning, monitoring, control and guidance by the government on an ongoing basis, patterned and integrated. The goal of Department of transportation is as a form in order to increase traffic and transport services to the public road and minimize transportation barriers for offenders in general. Transportation services is part of the geographical concept of territoriality (can be seen on a map of West Java Province), spatial city, and the center of growth in terms of growth and development of the region will provide economic benefits and will improve the welfare of the population that should be examined carefully in the ministry.

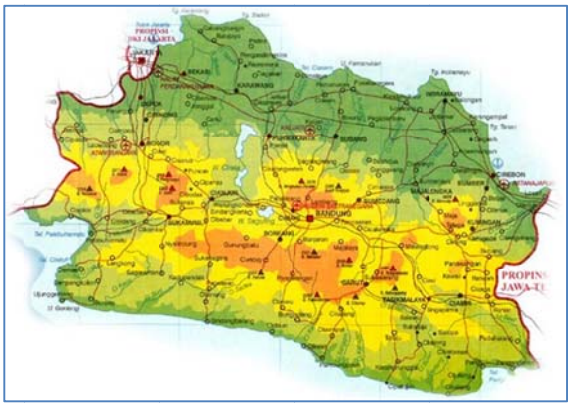


Figure 1.1. Map of West Java Province

In performing duties and functions, the Department of Transportation cannot be separated from the demands of "good governance" which refers to the subject of the managerial community support, transparent, accountable, and sustainable. Regard that the performance management system is important, because the performance variables are supported by performance targets that would trigger the pattern of work to be able to see the results of the performance each year. In terms of performance duties, the Department of Transportation West Java Province has to conduct performance measurement.

B. Organization Profile

Department of Transportation West Java Province is one of the Offices of the Provincial Government of West Java, which has the authority in the field of transportation. The legal basis for the organization of West Java Transportation Agency established by the West Java Provincial Regulation No. 21 Year 2008 on the Organization and Administration of the Department of West Java Province (Region Gazette of 2008 Number 20 Series D, Regional Supplement No. 55) as the change in the Regional Office .As for the authority of the Department of Transportation West Java province poured in West Java governor's rule number 40 year 2009 on the main tasks, functions, job descriptions and work procedures unit Transport Department of West Java Province. Duty Transport Department of West Java Province is implementing local government affairs in the Field of Communications based on the principles of autonomy, the principle of deconcentration and assistance tasks. And has the function:

1. determination of policy formulation and technical affairs of the transportation by land, sea and river, lake and crossing transportation, air transportation, building operational systems of transportation;
2. Implementation of transportation affairs includes land transportation, sea transportation and river, lake and crossing transportation, air transportation, building operational systems of transportation;
3. Development and implementation of communications tasks include land transport, sea transport and river, lake and crossing transportation, air transportation, building operational systems of transportation;
4. Coordinating and coaching unit technical office;
5. Other duties of the Governor in accordance with the duties and functions

This study aimed to design a performance management system in the field of land transport. Principal Tasks, Functions and Land Transport Sector Task Details are as follows:

- The principal tasks of Land Transport Sector organize materials assessment operational policy and land transport facilitation.
- The Function of Land Transportation Sector:
    1. The assessment of land transport material operational policies;
    2. The land transport facilitation assessment materials;

3. The facilitation of land transport.

Structure organization Department of Transportation West Java Province can be seen at figure 1.2.

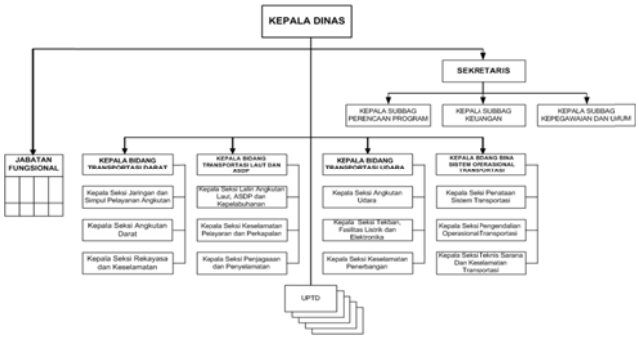


Figure 1.2. Structure Organization

The issues are often become problems in the sector of land transport are as follows:

1. Focus on the implementation of jobs based on the financial statements
2. Difficulties in developing a work plan to improve land transport services.
3. Have not been able to determine the areas that its land transportation services unsatisfactory
4. Facility has not been able to provide the appropriate equipment needs.
5. Just noticed the side barriers that result in decreased transportation services
6. Not able to provide data transparent and accountable
7. Lack of monitoring and controlling system in the sector of land transport

2. Business Issue Exploration

C. Conceptual Framework

While discussing business issues that happen in land transportation sector have to use framework which is the second stage of the performance management system design IPMS, as can be seen in Figure 2.1.

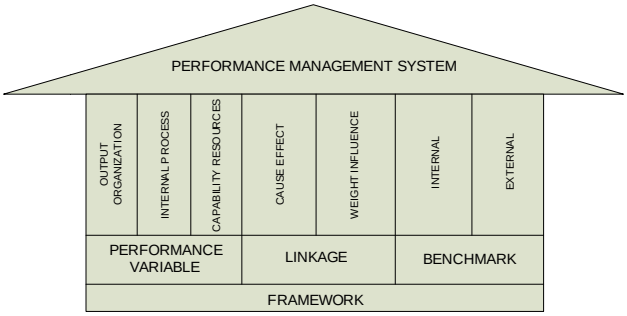


Figure 2.1. Framework IPMS

The implementation of the Performance Management system in land Transport Sector Department of Transportation West Java Province was selected in accordance with the vision and mission of the organization. From the perspective Outputs organizations only use non-financial aspects, because Department of Transportation is the government agency and serve public service. And from Internal Process perspective implement aspects of the innovation and process operations. In Resource Capability perspective, there are three aspects that are used, i.e. human resources, technology resources, and organization resources.

D. Method of Data Collection and Analysis

Performance management is the translation of plans into results (execution) (Cokins, 2009:9). Or it can be said that the performance management system is the translation of planning strategies for achieving goals. The purpose of performance management is not just managing but improving performance. Performance-based management by Mahmudi (2010) "Pengukuran Kinerja Sektor Publik" can be defined as follows:

> *"Performance based management is a systematic approach to performance improvement through an ongoing process of establishing strategic performance objectives: measuring performance, collecting, analyzing, reviewing and reporting performance data; and using that data to drive performance improvement (2010: 4)"*

According to Wibisono (2006:7) the best way for a company to survive and succeed buffer in the long run is to know the desires (wants) and needs (needs) of each stakeholder and try to meet it.

E. Analysis of Business Situation

The government when presenting performance report, it's made in government performance accountability reports or performance reports made on the basis of the following legal foundation:

1. Presidential Instruction No. 7 of 1999 on Government Performance Accountability
2. Regulation of the Minister of empowerment the state apparatus and bureaucracy reformation No. 29 Year 2010 regarding the preparation of your determination and reporting the performance of the Government Performance Accountability
3. Regulation of the Minister of empowerment the state apparatus and bureaucracy reformation No. 25 of 2010 on the Implementation Evaluation of Government Performance Accountability

Annual performance report made by the Department of Transportation West Java province only show all kinds of activities and achievements in the form of achieving financial absorptive capacity of total budgets. Description of activities which cannot be qualitative measurements clearly show the target set. No data can be performance information that has been implemented by the Department of Transportation West Java Province. The process of implementation of the work in the land transportation Sector as a whole can be seen in Figure 2.2.

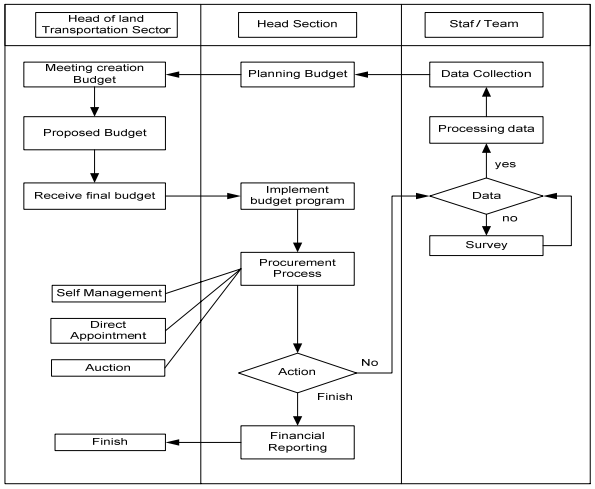
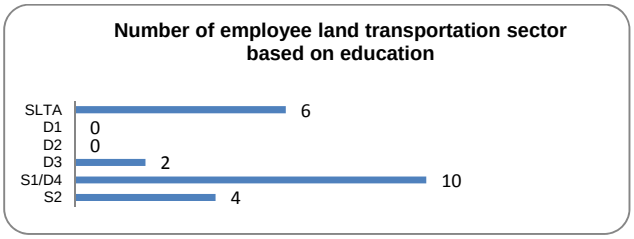


Figure 2.2. Business Process of Land Transportation Sector

The number of employees in the field of land transport based education can be seen in Figure 2.3. As follows:



Source: Processing data employee in 2012
Figure 2.3. Number of Employee of Land Transportation Sector

Details of Duties and Functions of each section by regulations governor Number 40 Year 2009 on the Main Tasks and Functions, Duties Unit Details and Working Procedures of the Department of Transportation West Java province is as follows:

1. Node and Network Transport Service Section
   - Main Tasks is develop technical and facilitation service node of transportation
   - Functions:
     a. Implementation of technical policy formulation and facilitation node and network transport service
     b. Implementation of the preparation and processing of network data transport service node
2. Land Transport Section
   - Main Tasks is conducting technical policies Materials Preparation and facilitation of land transport
   - Functions
     a. Implementation of technical policy formulation materials and facilitation of land transport
     b. Implementation of data compilation and processing of land transport
3. Engineering and Safety Section
   - Main Tasks is conducting technical policies preparation and facilitation materials management, traffic engineering and safety
   - Functions:
     a. Implementation of technical policy preparation and facilitation materials management, traffic engineering and safety
     b. Implementation of preparation and management of data processing, traffic engineering and safety

The problems that arise in the land transportation sector are very complicated so it is difficult to find the root cause real problems. The problem overall is the Land Transport Sector difficulty displaying the data into information that can improve services can be seen at table 2.1.

Table 2.1. Root Cause Analysis

No	Business Issue	Possible Causes	Root Problems	Solution
1	Just focus on the implementation of tasks based on the financial statements	Executing jobs is rigid	No data report and services	Choosing performance management system that can accommodate the root of the problem
2	Difficulties in preparing a work plan to improve land transport services.	Do not have a service standard	No performance variable measure	
3	Have not been able to determine the areas that its land transportation services unsatisfactory	No comprehensive data store	Do not have an adequate system of performance management	
4	Facility has not been able to provide the appropriate equipment needs.	Do not have a measurement standard achievement needs	No performance variable measure	
5	Have not been able to see the influence that result in decreased transportation services	Not Yet have a variable that can demonstrate the provision of transportation services	No performance variable measure	
6	Not able to provide data transparent and accountable	Do not have an integrated data	Difficulties of find data	
7	Lack of monitoring and controlling system in the sector of transport	Do not have an integrated data	Do not have an adequate system of performance management	

3. Business Solution

Land Transportation Sector needs implementation of performance management system to help improving performance. From the root of the problem at hand, can be designed an integrated performance measurement system. There are three advantages of performance measurement, namely:

1. Performance measurement can help to make decisions
2. Performance measurement can identify issues that need attention and will have a positive influence
3. Performance measurement can provide information of performance now and how performance improvement should be done.

F. Alternative of Business Solution

To design the performance management system, there are some concepts that can serve as a guide Performance management System, such as the Balanced Scorecard (BSC), which was created by Kaplan and Norton (1992), Performance Prism developed by Andy Neely and Chris Adams (2002), Malcolm Baldrige Malcolm Baldrige (U.S. Secretary of State for Commerce (Ministry of Commerce) (1981 to 1987), and the concept of Integrated Performance Measurement System (IPMS) in 2006 developed by Dermawan Wibisono.

To see a comparison between the concepts of Performance Management System can be seen in the table 3.1.

Table 3.1. Comparison PMS
(Dermawan Wibisono, 2012: 15)

No	Aspect	BSC	Prism	MBNQA	IPMS
1.	SMK Design Procedure	Clearly stated	General Description	General Description	stated clearly
2.	Formulation Variables Performance	Overview of supported formulas that details on the implementation of certain corporate variable	Formulation details on each variable	General Description	Formulation details on each variable and related to one another
3.	Total Variable Performance	Grouped in 4 major perspectives, each variable can contain multiple variable depending on the company	More than 200 variables of individual performance	Grouped in 7 criteria	Grouped in three major perspectives interrelated with each other
4.	Reasons Variable Selection	Stated clearly in each frame of perspective	Stated clearly in each frame of perspective	Stated clearly in each frame of perspective	Stated clearly in each frame of perspective

5.	Balance of SMK currently implemented	No	No	No	Yes
6.	Relationships between variables	Explained in the framework of perspectives available	Clearly distinguished	Not Explained	Specifically described in the aspects of the relationship between variables
7.	Final outputs	Financial aspects	Aspects of stakeholders satisfaction	Award	The integration between financial and non-financial aspects

In the drafting of the performance management system, Brian Maskell (1981) gave 7 (seven) criteria:

1. Performance management system that is designed should be directly related to the company strategy
2. The variables should be measured using non-financial measures
3. Performance management system that is designed to be flexible and varied, depending on the location of the company
4. Performance Management System that is designed must be dynamic, constantly updated every time
5. Performance management system that is designed to be simple and easy to operate
6. In the performance management system should be possible occurrence feedback
7. Performance management system that is designed should be directed to the improvement of not only monitoring
   (Wibisono, 2012: 34)

Based on these criteria, IPMS is one of the performance management systems are included in the criteria; the general IPMS have several advantages such as:

1. Provides a simple and structured approach that focuses on the process and results
2. Supporting stakeholders to determine the strategy, targets and evaluate the results together
3. Provides the potential to measure performance in terms of fairly determine the roles, responsibilities and rewards
4. An excellent framework in determining accountability
5. Dividing responsibilities to all parties to improve performance
   (Wibisono, 2012:385)

G. *Analysis of Business Solution*

Methodology in the preparation of the research at land transportation sector can be seen in Figure 3.1.

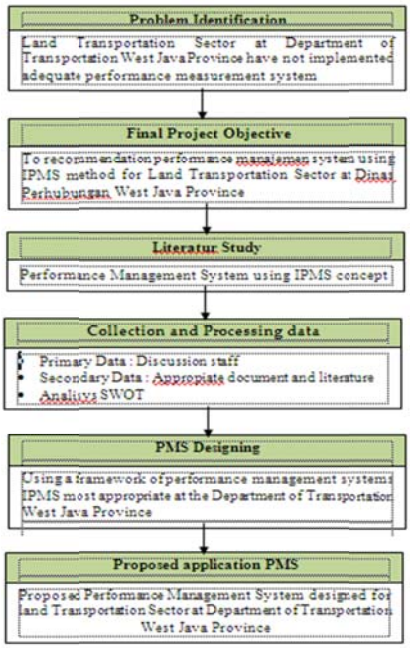


Figure 3.1. Research Methodology

The research will discuss the design of the performance management system based on the framework of IPMS. However, the limitation of the data was not due and orderly administration of their respective ideologies official yet, there are some limitations problem in the end of this project are:

1. The design of the performance management system consists only of variable selection, measurement standards and targets
2. The data used are primary data and secondary data. The primary data obtained from interviews with the head of the Land Transportation and his staff. And secondary data obtained from the Department of Transportation document of West Java Province.
3. The design of the performance management system is only a suggestion or feedback.
4. Data was collected relating to the capital of West Java province is the city of Bandung, Bandung, Cimahi, West Bandung

Business solutions are selected based on the performance management system simple and easy to implement. Performance management system cannot be seen quantitatively if not using performance measurement system, Performance measurement can be monitored, analyzed, and controlled. Resulting in the determination of the variables is an important thing to see how much performance improvement has been achieved.

A full description of the design using the Performance Management System Design Concept by Wibisono IPMS (2006) is listed in the chart image can be seen at figure 3.2.

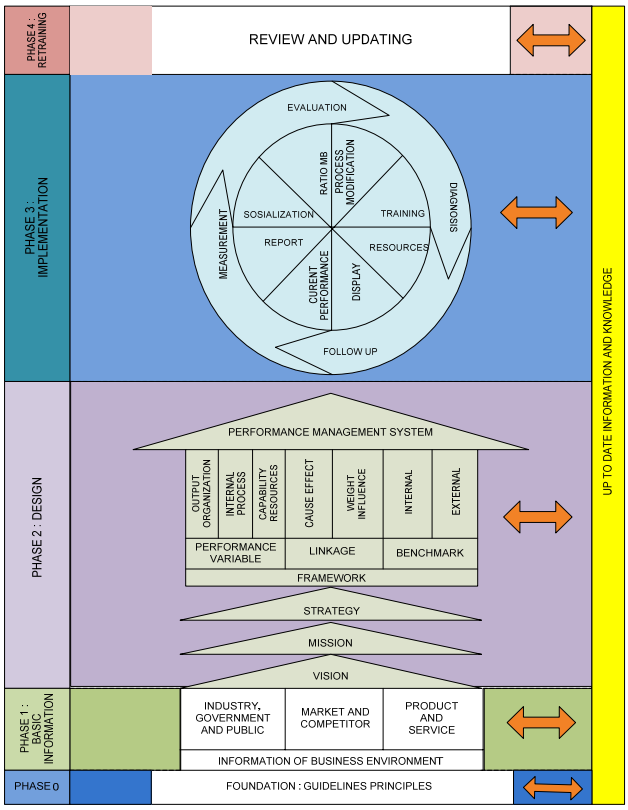


Figure 3.2. Framework PMS IPMS

Wibisono (2006) describes there are 4 steps required to design a performance management system:

1. Phase 0, Foundation

Understanding of the principle of "4 principles" and the rules of "5 Rule" in the performance management system

Table 3.2. Principles and Rules of IPMS

4 Principles	5 Rules
Partnership	KISS (Keep it simple stupid)
Empowerment all employee	Long-term Oriented
Integrated Performance Improvement	Based On The Time
Independent	Focus on Continuous Improvement
	Quantitative Approach

2. Phase 1, Basic Information

Basic Information needed as input for the performance management system designers. Usually Contain basic information about the business of environmental information Discussed. The analysis conducted to obtain basic information using SWOT. According to Wheelen and Hunger (2006) stated that by doing a SWOT analysis, the company is not only able to identify the unique competencies possessed, but also can show the opportunities that the company cannot be utilized due to limited

resources. (Wibisono, 2012: 349). Analysis SWOT of land transportation sector can be seen at figure 3.3.

Figure 3.3. SWOT Analysis of Land Transportation Sector

Based on SWOT analysis and system of performance management, planning and action will be better and would have seen how much impact on performance improvement by the time and benchmarking yearly or monthly and with the same sector in different area to see an increase performance improvement

3. Phase 2, Design

The design step Consist of determining the vision, mission, strategies and frameworks that used for the performance variable determination, inter-relationship variables and benchmark. The articulated vision of land transportation sector can be seen at table 3.3.

Table 3.3. Articulated Vision

No	Key Words	Interpretation	Implications
1	Realization of Land Transportation System in West Java	Providing land transportation services in West Java	Creating a target in providing land transportation services to the community in West Java
2	Its Reliable and Integrated	Reliable and Compact	Providing the best land transportation services

The mission of Land Transport Sector is more focus on the Land Transport Sector. And for the articulated mission of land transportation sector can be seen at table 3.4

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Table 3.4. Articulated Mission

No	Key Words	Interpretation	Implication
1	Realizing qualified human resources of land transportation	Requires qualified human resources	Improving the quality of human resources by providing training
2	Realizing the planning, implementation, control, integrated at land transportation	Provide appropriate planning to the implementation	Make a plan that suits the needs of the community
3	Realizing the availability of facilities and infrastructure adequate land transportation and eco-friendly	Providing adequate infrastructure	Making procurement of facilities and infrastructures program
4	Realizing Land transportation service system excellent	Provide land transportation service excellence	Creating performance management systems that provide land transportation information services
5	Realizing land transportation management transparent and accountable	Require land transportation management transparent and accountable	Creating performance management system that is transparent and accountable

Variable performance based IPMS divided into three perspectives, namely Exodus Organization, Internal Process and resource capabilities. Each perspective consists of several aspects. Translation of the variable performance based IPMS can be seen in Table 3.5. Perspective

Table 3.5. Perspective

Perspective	Aspect
Organization Outputs	Financial
	Non Financial
Internal Process	Innovation
	Operation Process
	Marketing
	After Sales Service
Resource Capability	Human Resource
	Technology Resource
	Organization Resource

Variable performance outputs organization is the result of the variable internal processes and capabilities of resources to organizational objectives within specified performance. In making organizational output performance variable used is the non-financial aspects. The selected variables i.e. safety, the number of signs were installed, the number of transportation AKDP and the number of terminal types A. Non-financial aspects of performance variables are presented in Table 3.6. and Table 3.7.

Table 3.6. Organization Outputs

Perspective	Aspect	Indicator	Formulation	Responsible Person
Organization Outputs	Non Financial	Safety	Number of accident / 10.000 vehicles	Head of Land Transport
			Number of deaths / number of accident	Head of Land Transport
		Number of transport AKDP	% realization / Allocating of transport AKDP	Land Transport Section
		Number of Signs installed	% Number of signs installed	Engineering and safety section
		Number of Terminal Type A	% number of Terminal	Network and Node Transport Service Section

Table 3.7. Proposed Organizational Outputs

Perspective	Aspect	Indicator	Formulation	Responsible Person
Organization Output	Non Financial	Accesibility and mobility	Road Pricing	Land transport Section
			Travel Speed	Land Transport Section
		Traffic Safety	Accident Risk	Engineering and safety section
		Environment	Quality of service area	Network and Node Transport Service Section
		Equity	Laws for mobility limited	Head of Land Transport
		Community	Processes for public participation	Network and Node Transport Service Section
		Program development	Long-term Projected level (Year/Number)	Head of Land Transport
		Program delivery	Sufficiency of maintenance funding	Engineering and safety section
		Program performance	Trend in road budget by program	Head of Land Transport

Table 3.8. Internal Process

Perspective	Aspect	Indicator	Formulation	Responsible Person
Internal Process	Inovation	Proses Innovation	Total New SOP which to improve process	Head of land Transport
	Proses Operasi	Number of Project	Number of project completion	Head of land Transport
		Procurement Process	Procurement process / year	Head of land Transport
		Work Value	Values of activities each year	Head of land Transport
		Report Quality	% rework report	Head of land Transport

Table 3.9. Resource Capability

Perspective	Aspect	Indicator	Formulation	Responsible
Resource Capability	Human Resource	Qualifying employee	% expert LLAJ / number of employee	Head of Land Transport
		Absensi	% attendance / number of working day	Head of Land Transport
	Technology Resource	Number of computer	% number of computer / number of employee	Head of Land Transport
		Use technology	% number software / number of computer	Head of Land Transport
	Organization Resource	Culture	% Working time / Working hours	Head of Land Transport
		Leadership	Leadership effectiveness index	Head of Land Transport

In conducting the review of the method of appeal, which is involved in the area to see the performance Land Transport Sector Benchmark of the Department of Transportation West Java province, Department of Transportation Central Java Province and Department of Transportation and road & transport East Java Province. Data resulting from the review of the appeal can be seen in Table 3.10.

Table 3.10. Benchmark

No	Illustration	West Java Province	Central Java Province	East Java Province
1	Number of District / city	26	35	38
2	Population (people)	43.053.732	32.382.657	37.476.757
3	Area (Km2)	35.377,76	32.800,69	47.799,75
4	Number of AKAP (Vehicle)			
	2010	3789	3822	1860
	2011	3818	3879	1874
5	Number of AKDP (Vehicle)	5537	6345	8842
6	Number of tourism transport (vehicle)	2053	2357	1874

7	Number of Taxi	9743	1664	4972
8	Number of Terminal			
	Type A	14	16	22
	Type B	22	49	41
	Type C	15	54	14
9	Length of road (km)			
	National	602	1297	1899
	Province	1763	2526	1439
	District / city	4667	19.707	22.863
10	Number of vehicle			
	Passenger car	630.196	700.388	820.824
	Bus	177.578	74.651	18.124
	Cars Goods	469.412	562.759	381.567
	Motorcycle	3.828.549	9.139.555	9.079.545
11	Accident / 10.000 vehicle (index)	2.78	16.01	15.88
12	Accident / 100.000 people	27.88	13.49	12.61
13	Number of vehicle / population	0.12	0.30	0.28
14	Number of vehicle / length of road	726.03	406.00	397.47

4. Phase 3, Implementation

Implementation performance management system will be a display of variables - variables you want to display performance. Variables - variables selected are variables that can be measured in the system size. Thus, when the necessary data has been included in the system, then the system will formulate the data and then display it in the form of graphs and tables. The main display is a display will be shown actual performance management system, features that will be displayed in the performance management system from all organizational output performance variables predetermined. Display status as shown in the following figure is an illustration.

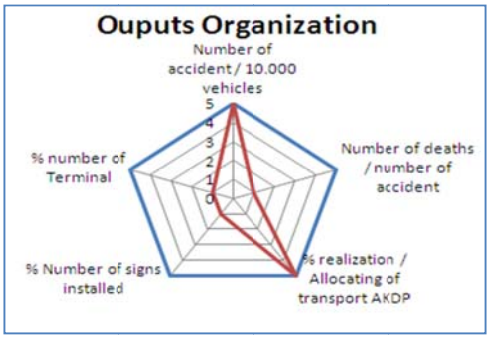

Figure 3.4. Display

5. Phase 4, Refreshment
   A step in the evaluation of the performance management system designed.

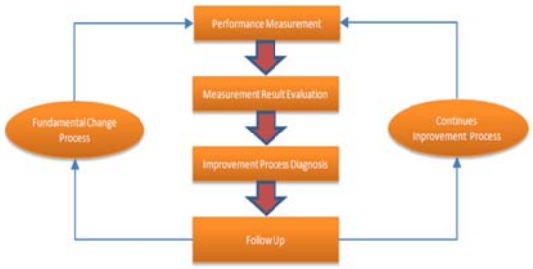

Figure 3.5. Performance Management Concept

The results of the implementation of the new performance management system should be reviewed and made update, such as variable used was necessary or should be changed, the computer used was adequate or need to be improved, which carry energy performance management system needs to be added or done retraining. Review and updating of the system can be done as a result of differing time performance management system is obtained.

4. Conclusion and Implementation Plan

Implementation plan of the performance management system design using implementation stages which described by Wibisono (2006:196), can be seen in Figure 4.1.

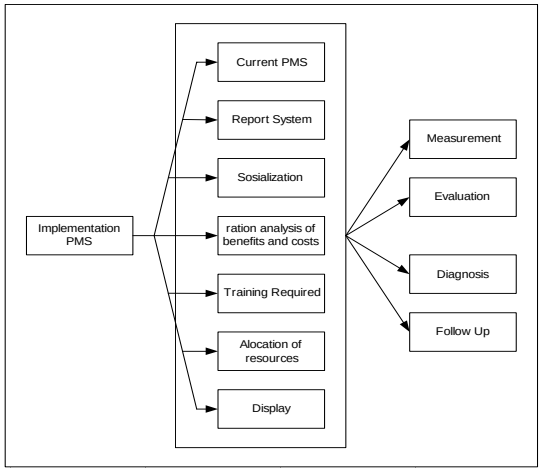

Figure 4.1. Implementation PMS

In performance management, there are four main pillars, namely performance measurement, evaluation of measurement results obtained, the diagnosis is to identify process improvements and follow up to be done. Performance management system currently used by the Department of Transportation West Java province in the form of government accountability, performance reports are made each year and report on the activities carried out during the year, with the realization of financial and performance targets or the amount of goods/services purchased. With a new performance management system, in making reference to the program or activity variable made based on the vision and mission of the organization. So with a new performance management system further strengthen the organization in creating programs and activities in accordance with the measurement framework is more comprehensive.

In making the reporting system Land Transport sector is in order to support the implementation of a new performance management system, there is little change or adjustment. This adjustment is made to better align the reports to be collected, then made in the form of reports, and can be stored properly either computerized or manual. So the report is a source of information for both internal Department, third parties and the public in need. Data collection can be applied to be implemented by all districts / cities in West Java Province, to facilitate the control and supervision of a West Java Province. Report example for land transportation sector at west java province which is divided into 26 district/ city can be seen at table 4.1.

Table 4.1. Land Transportation Report at West Java Province 2013

No	Classification	Information (size, etc)	District / City				
			1	2	3	4	Until ... 26
1	Population (People)						
2	Area (Km2)						
3	Road Sign (Unit)						
4	RPPJ (unit)						
5	Warning Light						
6	Traffic Light						
7	Guardrail						
8	Zebra Cross						
9	Mirror Turns						
10	Marka Spikes						
11	LPJU						
12	Number of AKAP						
13	Number of AKDP						
14	Number of Urban Transport / Village						
15	Number of Terminal Type A						
16	Number of Terminal Type B						

17	Number of Terminal Type C						
18	Number of Passenger						
19	Length of Road						
	National						
	Province						
	District / City						
20	Number of Vehicle						
	Passengers Cars						
	Goods Cars						
	Bus						
	Motorcycle						
	Specific cars						
21	Number of accident						
22	Number of Fatalities						
23	Number of Serious Injuries						
24	Number of Minor Injuries						
25	VCR (volume - Capacity Ratio)						
26	Daily Traffic Average (LHR)						
27	Amount of employee (people)						
28	amount of direct spending (Rp.)						

A new performance management system needs to be supported by the system software and networks such as the internet that can help the Department to better focus on the process rather than the results of the analysis of the measurements. And to facilitation communication between the district and city transportation agencies in the region of West Java Province have to report their data through the Internet. Following on from the manufacture of the final project, the Department of Transportation is expected to begin to develop the software needed to support the new performance management system.

The process of socialization and training is a very important thing to do so that the performance management system can work well. The program can also receive information or feedback from the participants regarding the conduct of a new performance management system. In the planned implementation of performance management systems, the necessary personnel skilled in the art, such as inclusion process, data changes, touch ups of data errors, the formulation of the results, the formulation of good reports and accountability

According to Wibisono (2006) the simplest thing to communicate is to use a graphics display performance. In making this display also pay attention to information and knowledge, so that not only displays but worth a look. Proposed display examples of performance can be a guide in the implementation of the performance management system; it can be seen in Figure 4.2.

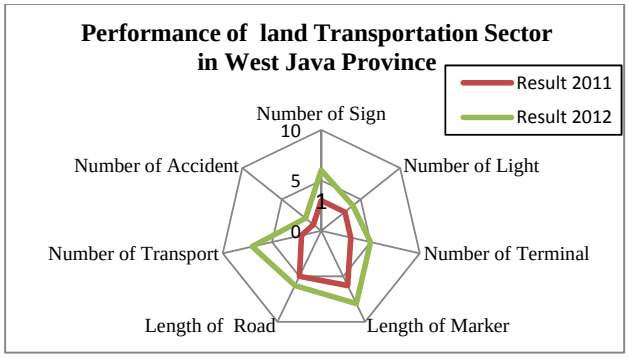

Figure 4.2. Proposed Display

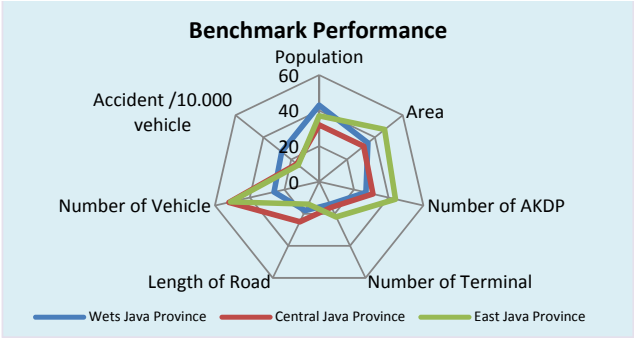

Figure 4.3. Benchmark Performance

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